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CITY OF EMERYVILLE

GENERAL PLAN

VOL I

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THE CITY OF EMERYVILLE

CITY COMMISSION

AGENDA ITEM # 1

EMERYVILLE

[Emeryville. [Planning commission]]

city planning Emeryville

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TABLE OF CONTENTS

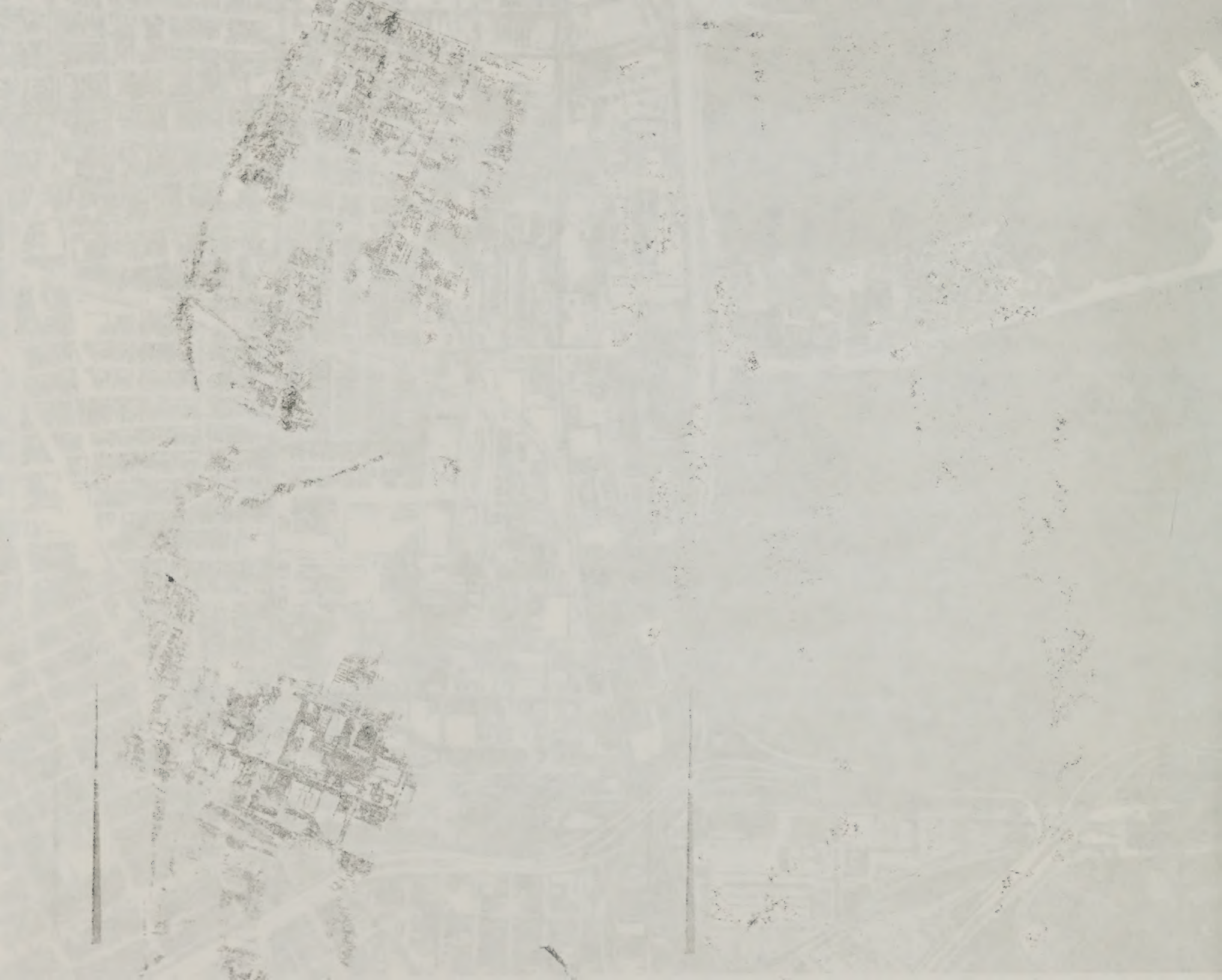
INTRODUCTION.....	1	6. CONSERVATION AND OPEN SPACE.....	29
This Report.....	1	7. GENERAL PLAN ENVIRONMENTAL IMPACT	
What is a General Plan?.....	1	REPORT DRAFT.....	30
What is the Basis for the Plan?..	1	Introduction.....	30
1. PLANNING OVERVIEW.....	3	Activities and Action Proposed.....	30
Location and History.....	3	Environmental Setting.....	30
Summary Characteristics.....	3	Relation to Adjacent Areas and	
Regional Role.....	3	Current Land Use.....	31
Geologic Features.....	4	(ENVIRONMENTAL IMPACT REPORT)	
Climate.....	4	Impact on the Natural Environment...31	
2. GOALS, ACTION AREAS		Impact on the Man-Made Environment..33	
AND ALTERNATIVES.....	6	Irreversible or Irretrievable	
Problems and Opportunities....	6	Effects or Commitments of Resources..34	
Goals.....	8	Alternatives to the Plan.....	34
Action Areas.....	9	Unavoidable Adverse Impact.....	35
Alternatives.....	12	Local Short Term Uses vs. Long	
Implementation.....	15	Term Productivity.....	35
3. LAND USE.....	17	CREDITS.....	36
Current Land Use & Employment...17			
Current Zoning.....	17		
1990 Land Use Recommendations...19			
4. CIRCULATION.....	21		
Streets and Intersections.....	21		
Public Transportation.....	23		
Recommended Transportation			
Programs.....	34		
5. HOUSING.....	25		
Residential Characteristics...25			
Population Characteristics....26			
Community Facilities.....	27		
Housing Program.....	27		

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INTRODUCTION

This Report:

These General Elements and Final Environmental Impact Statements have been developed and under community review and testing since December, 1973. Numerous public hearings, City Planning Commission, and City Council meetings have been undertaken and the following text and maps represent the City's objectives as to future:

- Land Use
- Circulation
- Conservation
- Open Space
- Housing
- Scenic Highway
- Safety
- Noise
- Seismic

What is a General Plan?

The California Government Code describes the General Plan as follows:

"The General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals.

"The General Plan is therefore a policies plan which, when adopted by the local legislative body, comprises the official statement of City or County policy regarding future character and quality of development

in the planning area. It is a statement of intent regarding the development needed to achieve social, economic, and environmental goals and objectives." *

What is the Basis for the Plan?

This General Plan is a summary of a comprehensive building inventory and analysis, review of the City's ecological setting, interviews with community leaders, residents, employers and official staff, as well as work sessions with the City Planning Commission and members of the City Council.

* General Plan Guidelines, Council on Intergovernmental Relations, State of California Governor's Office, September, 1973.



PLANNING OVERVIEW

Location and History:

The City of Emeryville is located on the western shore of the San Francisco Bay between Berkeley on the north and Oakland on the south and east.

Historically, the western shore of the San Francisco Bay was inhabited by Castanoan Indians, and evidence of their presence in Emeryville is found in mounds of debris south of Powell, along Shellmound Street.

In the 16th century, the Spanish were in evidence in the East Bay, having established the Presidio. The area was part of a land grant made to Don Luis Peralta, and was used for ranching and farming. Joseph Emery purchased the land in 1859 and in 1896 it was incorporated.

Summary Characteristics:

The city is relatively small; its boundaries include about 1,450 acres, about 750 of which are land and 700 water. Currently, about 4,000 people live in Emeryville and about 13,500 jobs are located there.

The residents are by and large in the middle income range and the employment is nearly all in the industrial, manufacturing and warehousing/distributing kinds of jobs.

Regional Role:

The city is strategically located near the center of the nine-county San Francisco Bay Region.

It is served directly by regional railroad facilities, bisected in a north/south direction by the Eastshore Freeway (I-80) and bounded on the south by I-580 making connection to San Francisco via the Bay Bridge to the west and Oakland to the east. Further, the city is served by regional arterials: Powell Street and Ashby and San Pablo. BART runs east of the city with transit stops 1-1/4 miles to the east of the center of Emeryville.

The city historically has been a manufacturing center since the days of the railroad and, as population spread and freeway and truck distribution came of age, the city has attracted substantial warehousing and distribution facilities.

With the construction of the Marina Peninsula, Emeryville most recently has begun to attract new residential and commercial uses which relate to the shore-- a finite regional environmental resource.

Geologic Features:

Emeryville does not straddle any active fault but, like all areas around the Bay, is prone to seismic damage during major earthquakes and requires special engineering attention.

Climate:

Our concern here is not so much with Emeryville's climate and weather per se, as this does not differentiate it significantly from many other communities on the Bay, but with climatic factors that can be isolated as being worthy of consideration in that they might be considered to modify Emeryville's urban form.

The basic climatic cycle deserves some attention, and is discussed briefly by month and by season below.

Winter

The season is characterized by a marked increase in precipitation and nocturnal "fog." Between fronts and rainy spells, partly cloudy to cloudy skies persist. Some fronts stagnate over the Bay area and can cause persistent periods of high precipitation.

The occasional movement of the Pacific High into Oregon or Washington, or the development of high pressure during intensely cold weather over the Rockies, produces strong northeast winds and clear weather. Although these conditions are rare, they should be of concern to Emeryville as the winds are potentially most damaging to unprotected, water-oriented facilities.

Although some rain may occur in October, November heralds the beginning of the wet season. By January, the wind is most consistently out of the southeast, rainfall is at its maximum (almost four inches for the month) and average temperature at its minimum (approximately 50 degrees).

By March, the Pacific High has moved further north and this results in a decreased number of fronts with consequent reduction in rain.

Spring:

This is a period of transition typical of "Mediterranean" climates. The remaining cold fronts pass well north of the Bay area in April, the wind shifts to the west, rainfall decreases markedly, average temperatures rise, and there are many more clear days.

May is characterized by increased night and morning fog, winds generally are light but with above average velocities resulting from onshore westerlies, cold fronts continue to move north and precipitation decreases.

Summer:

This season is characterized by extremely dry conditions, by persistent westerlies, and by stratus fog. Emeryville experiences most of its fog during these periods. During the summer months, fog occurs 60% of the period at 4:30 a.m. and 42% of the time at 10:30 a.m. By mid-morning, night fogs are burned off by radiation and the stratus entering the Golden Gate rarely penetrates as far as Emeryville until after sundown.

July and August are much like June, but with higher temperatures and intensification of fog. September has even higher temperatures but less fog as the Pacific High begins to shift and weaken, and winds are down. This is the season of persistent haze and smog.

Fall:

This season, like spring, is one of transition. In October, both temperatures and stratus diminish while fog and ground fog increase. Cold fronts begin to move north across the Bay area and the rainy season begins.

GOALS, ACTION AREAS AND ALTERNATIVES

Problems and Opportunities:

To obtain a view of how the people who live and work and do business in Emeryville feel about the city, a telephone survey and personal interviews were undertaken, including residents, employers, and City staff, as well as work sessions with the Planning Commission.

The following is a summary of portions of the interviews combined with the results of the planning analysis and building inventory carried out by the Consultants. The result is a comprehensive list of the City's priority problems and opportunities.

Problems:

- o Image:
While Emeryville is located in the center of the metropolitan nine-county population mass, not everyone knows where it is. As a small segment of the manufacturing/warehousing band starting from Fremont in the south to San Pablo and Richmond in the north, Emeryville has, until recently, attracted little attention. If Emeryville is going to attract new commercial and residential users of a first rate nature to recycle its obsolete or underutilized land in areas other than the Peninsula, the City will have to develop clear policies, standards, and a workable development plan.
- o Recent Moveouts and Economic Strength
The city recently experienced major employer moveouts (Shell, Fibreboard, Pacco) and, as the building stock is relatively old, additional moveouts are likely.

Can reuses continue to be found and can the City better anticipate these moves and make provisions to assure itself of attracting first rate projects?
- o Uncoordinated Projects:
Numerous projects and programs (private and public) are being treated in an isolated, project-by-project fashion, without the benefit of an overall, citywide design concept.
- o Public/Private Partnership:
The leadership group, both public and private, will need to be strengthened if significant recycling is to take place in a coordinated manner.
- o Underachieving Transportation:
While the city enjoys superior regional connection via Interstate 80 and 580, the internal circulation in some areas is made inefficient by discontinuous streets and congestion points do exist. Public transportation is fair, however no direct connection with BART has been developed.
- o Physical Barriers:
The railroad and freeway form two major physical and psychological barriers between east and west Emeryville, and cut off the city, except for the Peninsula, from the Bay.
- o Old and New Emeryville:
Because of the abovementioned physical barriers, the hand of industrial uses, and the difference in age of structures and income groups, the east and west residential neighborhoods have little in common. Efforts need to be made to assure that redevelopment benefits all sectors of the city.
- o Arbitrary Boundaries:
The City's boundaries on the north, south, and east do not follow natural barriers or boundaries such as major streets or freeways, and cross through and divide rather than bound areas of similar uses.
- o Incompatible and Isolated Land Uses:
Within the city itself, islands of residential have been surrounded by industrial uses, as well as industrial uses allowed to develop in pockets surrounded by residential in non-conforming ways.

Opportunities:

- o Location:
The city is near the center of the Bay Area population mass and, as such, is in a position to choose from a number of different future roles in the region-- more residential, commercial, manufacturing, and/or wholesaling.
- o Natural Environment:
Emeryville commands a unique environmental location on the San Francisco Bay, with relatively good views, weather, and relationship to the water via the Peninsula.
- o Developer Interest:
The city has attracted significant interest on the part of developers regarding the reuse of some of its more obsolete structures for more intense commercial uses.
- o Not a Crystallized Structure:
Emeryville is not crystallized in a pattern which is inexorable; although the freeway and railroad have set a portion of the city's land use pattern and structure, large areas of vacant land and underutilized land from a "highest and best use" point of view appear to offer future recycling potential.
- o Regional Intersections:
With direct north, south, east, and west freeways and major arterial connections, proximity to regional public transportation via BART and good AC Transit service, Emeryville is well served from a movement system standpoint. The planned Ferry Terminal and Helipoint, and potential connection to BART enhance movement system possibilities.
- o Management Capacity:
The City government is compact, flexible, and responsive, and has shown evidence that it can oversee major projects.
- o Financial Stability:
The City has a sound tax base and has kept its expenses relatively low.

Emeryville also has a low tax rate so that it is attractive to new development. Further, new projects are committed for construction which, through tax increment financing, could provide capital for citywide improvements.

CITY OF EMERYVILLE



- Congestion Points
- Major Commercial Land Uses
- Major Open Space
- Important Buildings
- Physical/Visual Barriers
- Significant Views and Vistas
- Heavy Arterial Traffic
- Residential Precincts
- Areas of Opportunity



PROBLEMS AND OPPORTUNITIES

Goals:

Emeryville has a lot going for it: location, economic strength, access, and the San Francisco Bay; on the other hand, there are problems. In formulating Goals for the City, a balance must be struck; objectives must be set out that are within the City's resources, yet not so timid as to underachieve the city's true potentials.

In establishing Goals, it is concluded that the future of the city will indeed be determined by what the community wants it to be and takes collective action to achieve, as opposed to being subject to unseen and uncontrollable market forces outside the City's capacity to direct and influence.

A number of important considerations were acknowledged in establishing Goals:

- o Whose Goals are they? A cross-section of City officials, employees, community leaders and residents was interviewed.
- o How do Goals become translated into achievable objectives? Goals cannot be endorsed that are out of the realm of reasonable economic or social feasibility.
- o What were the previous Goals held by the City and how have they fared?

The Goals set out in 1965, it would appear, are worthy; they are compatible with views expressed in interviews carried out as a part of the planning inventory, and they are realizable.

Through joint work sessions with the Planning Commission and the City staff, the following City Goals were developed:

- 1). Establish a pattern of land uses throughout the Town in an efficient and harmonious manner which reflects the desires of the community.
- 2). Develop an efficient circulation system providing the movement of persons and goods within Emeryville and to the region. The success of the land use pattern will depend in large measure on the efficiency of the circulation system.
- 3). Provide for the orderly development, recycling, and renewal of commercial and industrial activities maintaining the Town as a regional employment center and providing a broad tax base. A healthy community must recognize its resources and respond to regional needs and objectives, yet keep in balance its public facility investment such as circulation, schools, etc.
- 4). Develop a residential community of great beauty and amenity establishing Emeryville as a desirable place to live. The Town must consider the desirability of upgrading the existing residential area and establishing new residential communities which can benefit the entire population.
- 5). Provide high standard educational, recreational and other public and private facilities necessary to meet community needs. A desirable environment must include a full range of community facilities such as churches, medical facilities, community center, library, etc.
- 6). Provide for the development of the waterfront district according to sound environmental principles and responsible planning agency philosophy.

Action Areas:

An Action Area is an identifiable precinct or zone where there is a high probability of new private investment because of existing development opportunities such as a large, vacant parcel with good access, or where there are identifiable problems which the private sector is not likely to correct. Examples of this might be a "skid row" area, a congested intersection, or deteriorated housing where public action might be taken or a large, vacant parcel where private investment might be expected.

A building survey was undertaken as a first step in analyzing the city's building stock and developing what we call the "Building Susceptibility to Change Analysis" which leads to identification of Action Areas. The survey and subsequent analysis provide for the classification of buildings in terms of their relative permanence or, in other terms, their resistance to change. The analytic method is an approximation of property appraisal procedures that assumes a new, large, modern building is more resistant to being replaced than a small, deteriorated, obsolete building, and that ranges between can be discerned.

All buildings were considered individually. Their respective locations and their present zoning were considered in a general way. Numerous physical characteristics were recorded and compiled for each building via a field survey and current tax role information.

Three primary characteristics were assembled for each building:

- o Land Value/Improvement Value Ratio
- o Building Size
- o Building Condition

Secondary information also was developed and used in this analysis such as:

- o Building Location and Accessibility
- o Number of Employees
- o Owner or Rentor Needs for Expansion or
New Location Where Known
- o Architectural Significance
- o Current Zoning

Based on this analysis as well as the residential inventory and inventory of new projects, a number of Action Areas appear; all are different-- some privately initiated, some areas where public funds might be directed, and some combinations of public and private. Twelve areas seem to qualify (see page 14):

- 1). The Anchorage and Marina Expansion:
Plans have been developed for this area including new boat slips, a 200-room hotel, five major restaurants, 13,000 square feet of retail space, and a planned Ferry Terminal. An interesting feature of the project is its connection with the newly planned Emeryville Market's parking reservoir (Action Area #3).

2. The Watergate Development:

Three additional office buildings are planned and a heliport recently constructed.

3. Emeryville Market Area:

Construction has commenced on the rehabilitation of the old Fibreboard plant. A 150,000 square foot Farmers' Market and retail complex with about 900 parking spaces for Ferry Terminal and Market use is committed.

The market could become a prime catalyst for more intense uses such as additional retail, office, and intense manufacturing. Most of the surrounding parcels are in the highly susceptible and "soft" categories.

A primary land use in Action Area #3 is truck terminals which, because of their low capital investment and the rising value of this area, might be vulnerable to replacement by more intensive uses.

4. The Bay:

A portion of Emeryville's shore is controlled by the Santa Fe Land Improvement Company. It is studying the feasibility of development on top of a platform or platforms. It has not, however, developed specific plans.

5. The Shellmound Area:

No major new project is being planned for this area, of which the Consultants are aware. The area is one of potential action, however, in that a large portion of it is storage, trucking, scrapyard, and other low capital investment operations. The area has excellent visual and physical connections with the Eastshore Freeway and has visual proximity to the Bay.

6. North Powell Street:

This is an area of opportunity primarily because the building stock is deteriorated and several large parcels are underutilized.

7. Northeast Residential Neighborhood:

A residential neighborhood of approximately 300 dwellings, 45% of which are endangered, the area is one in which public action might be warranted.

8. P.G. & E. Area:

A potential Action Area, as it is a relatively large area in single ownership, with low improvement value and the present owner is considering a move. About 3/4 of the area is used for storage.

CITY OF EMERYVILLE



**BUILDINGS
SUSCEPTIBLE
to CHANGE**

9). South Industrial Area:

A large Action Area (approximately 90 acres) split by the City's southerly boundary. The area is in this category because its building stock is deteriorated and because a large portion of the property is in single ownership. The Santa Fe Railroad owns the southern portion of the area which appears to be obsolete for railroad purposes.

10). The Shell Parking Area and AC Transit Area:

Again, an area of opportunity, as most of the land is clear of structures, large parcels are assembled, and current uses may no longer be economic.

11). The Southeast Neighborhood:

An area like #7, in which public action might be warranted in light of a moderate proportion of the residential stock being in the deteriorated or delapidated category.

12). The Southern Triangle:

A mixed use area associated with crime and social problems. It is considered an area for public action because the private market will not quickly bring about change.

Alternatives:

To identify desirable and feasible alternative reuses for the twelve Action Areas which are the basis for the General Plan Elements, a number of questions were posed:

- o What is the likely market potential?
- o What would private developer interest be in participating in developing the reuses.
- o What would be their ease of implementation.
- o What would be the costs to the City?
- o What would be the benefits to the City?

The following matrix demonstrates the relative ease of achievement and costs and benefits to the City of different land uses; warehousing is relatively easy to achieve but of great costs and little benefit; residential is difficult to achieve but of high benefit, etc.

	Market Potential	Developer Interest	Ease of Implementation	Costs to City	Benefits to City
Light Manufacturing	●	●	Easy	●	●
Business Services	●	●		●	●
Heavy Manufacturing	●	●		●	●
Warehousing/Trucking	●	●		●	●
Office	●	●		●	●
Retail	●	●		●	●
Motel/Hotel	●	●		●	●
Residential	●	●	Hard	●	●

The Planning Commission and City staff, aided by the Consultant, made general statements of the desirability of the full range of land uses based on an investigation of the above. There are few certainties in developing scenarios of the future. There are questions of regional consequence, such as the energy crisis, which are hard to measure. However, based on the inventory and analysis, the City's goals as developed, and a knowledge of surrounding communities and recent developer interest in the City, the following specific land uses and study programs were recommended for the 12 Action Areas, and are reflected in general terms in the Land Use Element.

1,2. The Anchorage and Marina Expansion and the Watergate Development.

These two areas should be treated as givens, as significant detailed planning has gone before this study which is general in nature, and the projects have been previously approved by the City. A constant review of their success and development is recommended.

3. Emeryville Market Area:

Alternative uses for this area, based upon its size, location, access and the recent Emeryville Market investment, as well as investments in new office and manufacturing facilities make this area appropriate for a mix of similar kinds of use. During the course of the General Plan development, conceptual residential designs were developed for discussion purposes with developers. The conclusion reached was that moderate density residential is infeasible for Area #3 due to high land costs, difficulty in phasing, and an insurmountable negative physical environment. There was interest shown for high

rise residential; however, as this is not a City priority, residential is not recommended at this time.

4. The Bay:

The Bay development could be considered for mixed commercial and residential use both in conjunction with Area 3, and as an independent project.

5. The Shellmound Area:

In light of the permanence of the surrounding industrial uses, the freeway, and railroad location, and the size of the parcel, intensive manufacturing services, retail, and office space seem appropriate reuses.

6. North Powell Street:

Similar to Area #5.

7,11. Northeast Residential Neighborhood and Southeast Residential Neighborhood:

In both these neighborhoods, it is recommended that an active rehabilitation program be undertaken to stabilize and add to the residential building stock. (See Chapter 5)

8. P.G. & E. Area:

The P.G. & E. site will very likely be the site of new projects in the coming years. Because of its location, it is recommended for intensive manufacturing and or business services use.

CITY OF EMERYVILLE



- 1 The Anchorage and Marine Expansion
- 2 The Watergate Development
- 3 Emeryville Market Area
- 4 The Bay
- 5 The Shattlesford Area
- 6 North Powell Street
- 7 Northeast Residential Neighborhoods
- 8 PC and R Area
- 9 South Industrial Area
- 10 The Shell Parking Area and AC Truck Area
- 11 The Southeast Neighborhood
- 12 The Southern Triangle



ACTION AREAS

9. South Industrial Area:

An Industrial Park is recommended for further study.

10. The Shell Parking Area & A.C. Transit Yard:

Presently zoned industrial, alternative reuses for this area include the full range of land uses currently allowed.

12. The Southern Triangle:

General agreement was reached that existing uses in this area are of little benefit to the City. Appropriate uses are retail and commercial.

IMPLEMENTATION

How can the General Plan projects be accomplished? There are a number of courses open to the City of Emeryville in terms of available legislation such as:

- Design review
- Zoning
- Special zoning districts
- California Mall Act of 1960
- California Community Redevelopment Law

Several funding sources also available to be used toward the Plan's implementation.

- Revenue sharing
- Parking and business improvement levies
- Landscaping and Lighting Act of 1972
- Parking Authority
- Housing & Community Development Act of 1974
- Tax increment financing

Emeryville should pursue numerous funding sources and legal tools. As a first step, we feel the City should form a Redevelopment Authority and put into motion the process to identify a Project Area and Program, as well as start the flow of tax increment funds.

This is a tried and proven method in California. It provides for total local control of funds and projects. It does not rely upon any outside agencies for approval, and it fosters a public/private partnership between the City and developers and contractors, to develop facilities which the private market alone could not bring about, such as residential rehabilitation.

Other sources of funds such as the new Federal Housing & Community Development Act of 1974 also should be pursued. They are, however, a ways off in time, and unlike the State Redevelopment approach, the scale of funding that Emeryville can capture is not certain, nor can it be known for how many years it might flow.

CITY OF EMERYVILLE



-  Manufacturing
-  Trucking & Transportation
-  Major Storage Yard
-  Business Service
-  Wholesaling Warehousing
-  Retail/Office
-  Residential
-  Public
-  Open Space
-  Major Vacant/Parking

1973
GENERALIZED
LAND USE

LAND USE

Current Land Use and Employment:

The City boundaries encompass about 1,450 acres, of which approximately 750 are land and 700 are water or tidelands. The 750 acres of land are nearly 100% urbanized.

1973 LAND USE, BUILDING & EMPLOYEE SUMMARIES

	<u>Acres of Parcels Occupied</u>	<u>Gross Sq. Ft. of Structure</u>	<u>Estimated Employ- ees</u>
Residential	80	N.A.	N.A.
Warehousing & Trucking	210	3,482,000*	5,495
Manufacturing	136	2,761,000	5,478
Office/Retail/ Bus. Services } 67		1,601,000** 548,000	2,570
Community Facilities	20	288,000	140
Vacant	12	N.A.	N.A.
Public ROW's	225	N.A.	N.A.
Water, Tidelands & Open Space	700	N.A.	N.A.
	<u>1,450</u>		<u>13,683</u>

* About 10% of this figure is associated with trucking.

** Square footage figure includes estimates of office included in warehousing, trucking, and manufacturing structures; approximately 1/2 of this space is free standing office buildings.

Land use by parcel was developed from information gathered in the inventory of structures carried out in early November. Square footage of structures was then developed from a recent aerial photograph by building, according to the land use designated during the field inventory.

Employment statistics associated with these land uses were developed by telephone survey with the 70 largest employers and by using employee/square foot standards for the remaining structures after subtracting estimated vacancy as follows:

Office: one employee per 240 gross square feet.

Warehousing & Trucking: one employee per 1,000 gross square feet

Manufacturing: one employee per 500 gross square feet.

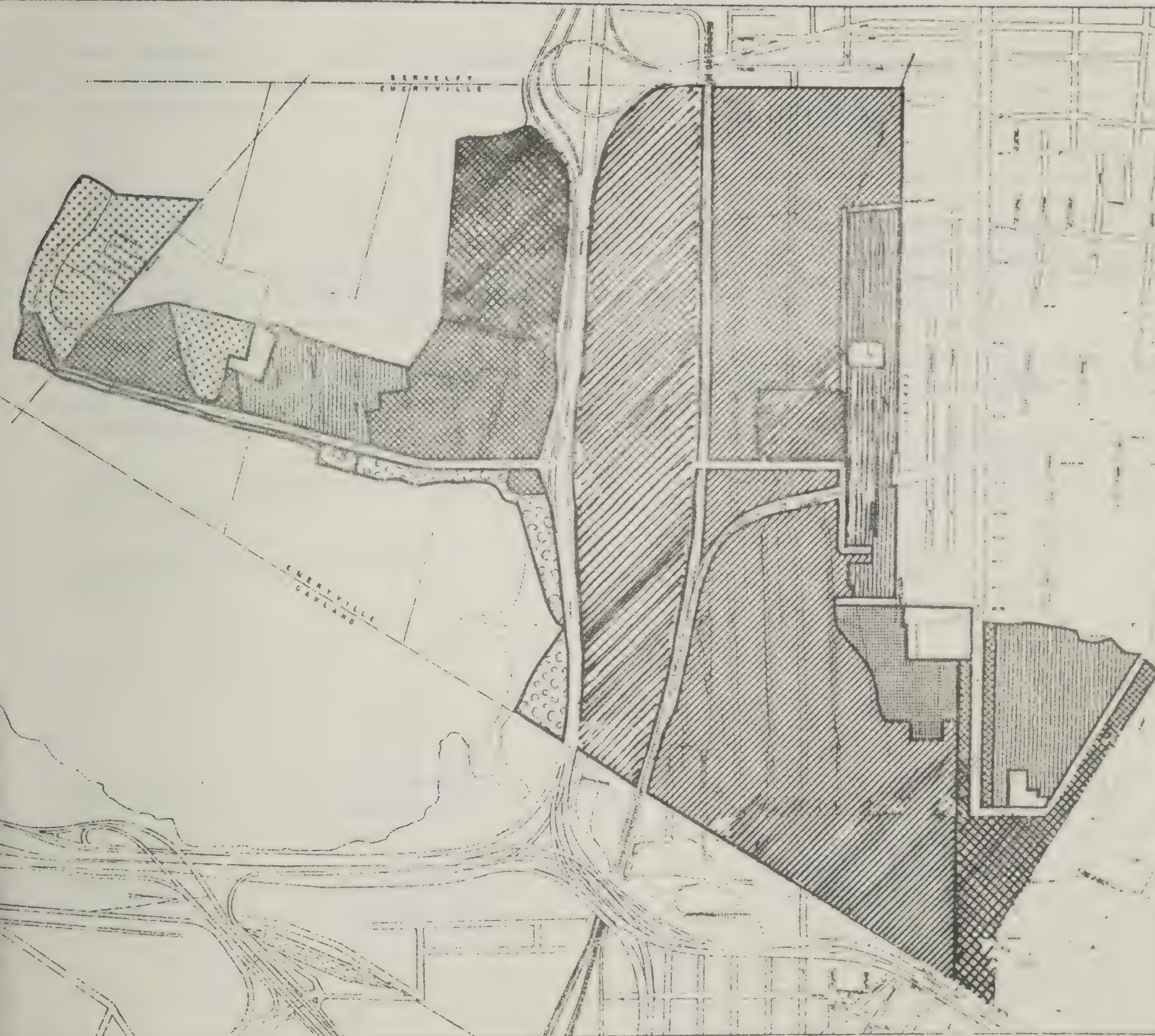
Retail/Bus. Services: one employee per 300 gross square feet.

Not surprisingly, the figures show the city to be heavily manufacturing and warehousing oriented, both from the standpoint of employees and area of structure.

Current Zoning:

Present zoning allows for four basic zones: residential, commercial, industrial, and special industrial district.

CITY OF EMERYVILLE



-  Commercial
-  Residential
-  Industrial & Manufacturing
-  Major Public Facility
-  Major Open Space
-  Recreation
-  Mixed Uses: Manuf./Comm./Res.



1990
GENERALIZED
LAND USE

The zoning ordinance spells out in detail the uses permitted, standards, limitations, bulk regulations, and parking requirements.

1990 Land Use Recommendations:

The 1990 Generalized Land Use Map indicates the future recommended land use and study program pattern utilizing five basic uses as follows:

Residential: To allow both single family and multifamily dwellings as prescribed by present zoning.

Commercial: As prescribed by existing zoning.

Industrial: As prescribed by existing zoning.

Community Facilities: As they exist in 1974. New community facilities can be provided for within mixed uses.

Open Space: As approved by the City's Open Space Plan, approved in June, 1973.

The current zoning is of a "telescoping" nature which is to say an Industrial Zone allows all residential, commercial and industrial uses; the Commercial Zone allows residential and commercial uses; the Residential Zone permits residential only, and the Special Industrial District allows only those uses expressly set out for each of the specific areas. The 1990 Land Use Plan thereby will not cause conflict with the zoning ordinance as no uses are recommended for areas where they are not already allowed.

The Peninsula is controlled by three commercial planned unit development ordinances and a residential PUD.

The next tasks in the ongoing General Planning process will be to analyze in detail for City review specific re-use programs and feasibility for the Action Areas as identified.

CITY OF EMERYVILLE

-  Congested Intersections
-  Freeway
168,000-178,000
-  Primary Arterial
16,500 - 24,300
-  Secondary Arterial
8,000-12,800
-  Collector

Numbers Based on
Average Daily Traffic

STREET
CLASSIFICAT'N



CIRCULATION

Streets and Intersections:

The city is served directly by the Eastshore Freeway (I-80 and I-580), making regional north/south and east/west connections. The several arterials that serve the city to the east are Ashby, Powell, Stanford, Adeline, and MacArthur Boulevard. The major north/south arterial and secondary arterials serving Emeryville are San Pablo Avenue and Hollis Street.

Current volumes and estimated capacities are as follows:

	<u>Average Daily Traffic</u>	<u>Peak Hour</u>	<u>Estimated Capacity</u>
Eastshore Fwy (I-80)	178,000 ²	16,000 ²	See below
MacArthur Fwy (I-580)	114,000 ²	10,800 ²	See below
Ashby	31,000 ⁴	3,100 ¹	N.A. ³
Powell/Stanford	12,800 ⁵	2,250 ⁵	3,500 ³
Peralta	8,000 ⁴	800 ¹	2,100 ³
Adeline	8,300 ⁴	830 ¹	3,500 ³
San Pablo	24,300 ⁴	2,430 ¹	3,800 ³
Hollis Street	4,900 ⁴	N.A.	2,000 ³
MacArthur Blvd.	16,000 ⁴	1,600 ¹	3,800 ³
Powell/Fwy	25,000 ⁵	2,500 ¹	3,500 ³

¹ Peak Hour based on 10% of average daily traffic except freeways.

² Source: California Division of Highways, 1972 Traffic Volumes.

³ Source: Highway Capacity Manual, Highway Research Board Special Report 87, 1965.

⁴ Source: City of Oakland, Traffic and Parking Department, Traffic Flow Map ADT, 1972.

⁵ Source: Alameda County Road Department, November 6, 1969.

The Eastshore and MacArthur Freeway are approximately at 90% and 75% capacity, respectively. The Average Daily Traffic represents an average, 24-hour period. Peak Hour information was taken from the Division of Highways 1972 traffic counts and estimates for local streets based on Oakland 1972 traffic work. Capacities were then estimated based on standard operating capacities. In all cases, the study showed that the streets have additional capacity.

CITY OF EMERYVILLE

Source: AC Transit
Average weekday
paid fares for
mid-Sept 1973

..... Proposed Bike/
Walk Ways

(ba) BART Station

(T) AC Transit
Bus Depot

(ship icon) Proposed
Ferry Terminal

(square icon) Proposed
Helipad

Intercity Service

[thin line] 75 Fares

[medium line] 315 Fares

[thick line] 500 Fares

Intracity Service

[thick solid line] 7700 Fares

[dashed line] 21,800 Fares to
San Francisco



PUBLIC
TRANSPORTAT'N

NOTE

A precise location for the proposed Ferry
Terminal has not been determined.

Service from
5AM to 8PM

Service from
5 AM to 1 AM

2 Trips AM
2 Trips PM

7 Trips AM
7 Trips PM

to
San Francisco
Service from 5AM to 1AM

72 24 hour service

Several intersections, however, are congested. This is not reflected in the table. They are: Hollis at Powell, Powell at Stanford, Hollis at Ashby, the San Pablo triangle, and the Powell/Eastshore Freeway interchange. The latter currently is undergoing reconstruction which will solve the short term congestion. Additional attention needs to be devoted to the other three intersections. Long term service effectiveness will depend on changes of land use and employment density.

Public Transportation:

The accompanying map indicates 1973 AC Transit bus service, as well as the proposed Ferry Terminal and Heliport locations. The Ferry Terminal will require offsite parking facilities. An important trans-Bay local service interface depot is located at San Pablo and Yerba Buena Avenues.

The Ashby and MacArthur BART stations are $1\frac{1}{2}$ and $1\frac{1}{4}$ miles from the center of Emeryville. The City is well served with public transportation and opportunities for future expansion are numerous--both additional buses on existing routes and additional routes. Depending on the feasibility of future, more intense land use, the present system's capacities will be re-evaluated.

The City currently is bisected by a major north/south railroad corridor, primarily used by the Southern Pacific and Santa Fe railroads. In addition, numerous spurs serve the City.

Recommended Transportation Programs:

Short Term:

Study the re-alignment and improvements of the Hollis/Powell, Hollis/Berkeley, San Pablo triangle and Powell/Stanford intersection.

Study the desirability of a continuous bikeway and walkway along the waterfront, with a connection to Oakland as well as a greenway/bikeway running north/south along Doyle and Beaudry across Area #10, continuing east through the eastern neighborhood and eventually connecting the BART station. This facility would serve as a visual and sound barrier in the north and would connect the schools and residential areas.

Study the re-laning of San Pablo Avenue to increase efficiency.

Analyze the removal of parking from Powell Street between Hollis and Vallejo Streets.

Investigate the potential for adding north/south street connections between 45th and 53rd Streets, east of Hollis, and eliminating the sub-standard street configuration at Vallejo and Peabody Lane, and adding a connection between Stanford Avenue and Peladeau Streets.

Middle and Long Term:

Based upon the feasibility of new land use programs for specific Action Areas, identify the need for people mover and/or bus or minibus circulation within the City as well as connections to BART.

Analyze the potential for providing new access to the Ashby/Interstate 80 interchange.

Establish the desirability of expanding and modernizing the existing AC transit bus yards and the San Pablo/Yerba depot either at their existing locations or another location.

CITY OF EMERYVILLE



Single Family	
deteriorated/	
delapidated	111
sound	169
total du's	280

Multi Family	
deteriorated/	
delapidated	136
sound	1481
total du's	1617
grand total	1897

- ✓ Vacant
- ▨ Deteriorated or Delapidated
- Sound



RESIDENTIAL
CONDITIONS

HOUSING

Residential Characteristics:

A field inventory was undertaken of all structures in the City. Residential structures were included in the inventory and categorized as to condition based on the following criteria:

Sound: No visible structural defects and only minor cosmetic defects such as cracked stucco, peeling paint, etc.

Deteriorated: No more than two major defects such as unsafe porch, holes, open cracks, foundation, wall, roof sections missing, broken windows, and/or window frames.

Delapidated: Several major defects such as above, plus sagging floors and roofs, unrepaired fire or storm damage, unsafe chimney.

The following chart summarizes the current residential stock as to number and condition as rated in the field:

SUMMARY RESIDENTIAL TYPES AND CONDITION

	<u>The Peninsula</u>	<u>Eastern Neighbor-hoods</u>	<u>Field Survey Totals</u>	<u>Census Adjusted</u>
Total d.u.'s	1,077	820	1,897	2,269
Single Family d.u.'s	0	280	280	218
Multi Family d.u.'s	1,077	540	1,617	2,051
% Sound	100%	70%	13%	N.A.
Assoc. Population	1,132*	2,681**	3,813	3,813

*Source: Watergate Management

**Source: 1970 U. S. Census

The results of the residential inventory reveal that the residential area north of 53rd Street is in the poorest condition with about 35% of the structures in the deteriorated/delapidated categories, as opposed to about 1/4 in that category in the southeast neighborhood. It should be noted that nearly all of the housing south of MacArthur Boulevard is in the deteriorated/delapidated categories in the southeast.

The Watergate development on the Peninsula accounts for the 1,077 new multifamily dwelling units, of which 876 units were occupied as of October of this year. Currently, 170 additional units are under construction. They are expected to be occupied by 1975, at which time the project will account for 1,650 residents or about 38% of the forecast 4,330, 1975 population.

The field survey in the eastern residential neighborhoods revealed 820 dwellings as opposed to the 1970 Census figures which showed 1,192 D.U.'s. This is significant because it indicates, if we assume the 1970 Census to be accurate, a high percentage of single family dwelling units have been subdivided into apartments. The "Census adjusted" column distributes the missing 372 units into the multifamily category by assuming 62 single family units have been split into six-unit dwellings.

Population Characteristics:

Combining the 1970 Census figure of 2,681 with the Watergate-associated population of 1,132, Emeryville has a current estimated population of 3,813. By 1975, the Watergate development is expected to account for 1,650 residents including 170 new dwelling units which will bring the total population to 4,330. Watergate will, at that point, account for about 38% of the total population.

Relative to surrounding cities and Alameda County, a number of conclusions can be drawn from the two summary charts (note these figures are for 1970 and do not include the Watergate apartments, and this represents only the older, east side neighborhoods):

- o Emeryville's median income was 10% lower than that of the County. This has no doubt increased with Watergate.
- o The City's over-65 and under-18 population was similar to that of the County.
- o The City in 1970 had a higher percentage of blacks than Oakland and Berkeley and a percentage twice as high as the County's. Since 1970, this probably has dropped to about 25%.
- o A relatively low percentage of the residents (21.1%) in the eastern neighborhoods own their houses.
- o A relatively high percentage (67.2%) of houses in the eastern neighborhoods were built before 1939 and their average value reflects this.
- o Rents on the city's east side are on the average 25% lower than in surrounding cities.

Community Facilities:

Besides the basic governmental services offered by the City, the major additional services are offered by the school districts whose boundaries coincide with the City's boundaries. The following three schools serve the community:

<u>School</u>	<u>Enrollment</u>
Yates (grades K-3)	150 students
Hawley (grades 4-6)	150 students
Emery (grades 7-12)	300 students

The schools are well maintained and have capacity to serve additional enrollment. The schools serve as an important community resource in that they provide an adult learning program and recreational facilities for both the citizens of Emeryville and its employees.

Housing Program:

Priority recommendations based on the Plan Goals, the inventory of structures, and the probability of attracting new residential construction are as follows:

- o Begin analyzing the feasibility of upgrading the environmental quality of the older neighborhoods through street tree planting, street maintenance, lighting, etc.

- o Code enforcement program to encourage property owners to upgrade.
- o Test the feasibility of rehabilitating and redeveloping the existing housing stock on the city's east side as well as introducing a net increase in dwelling units.
- o Analyze the feasibility of introducing substantial numbers of residential units, either as sole uses or in joint development with commercial uses in areas identified as **Action Areas #7, #10, and #11.**

POPULATION AND HOUSING CHARACTERISTICS - ALAMEDA COUNTY 1970
(not including Watergate)

	EMERYVILLE	ALAMEDA	BERKELEY	OAKLAND	ALAMEDA COUNTY
Population	2,681	70,968	116,716	361,561	1,073,184
Percent Black	37.4	2.6	23.5	34.5	15.0
Percent Under 18 Years	29.7	28.0	20.3	27.4	31.2
Percent 65 Years & Over	9.7	8.7	11.3	13.2	9.2
Percent of Occupied Units Occupant Owned	21.1	38.3	34.9	42.4	51.9
Percent Units Built Pre-1939	67.2	47.5	57.1	53.3	36.4
Median Value of Owner-Occupied Units	\$17,200	\$26,200	\$26,600	\$21,300	\$23,700
Median Rent/Month	\$98	\$140	\$137	\$116	\$132

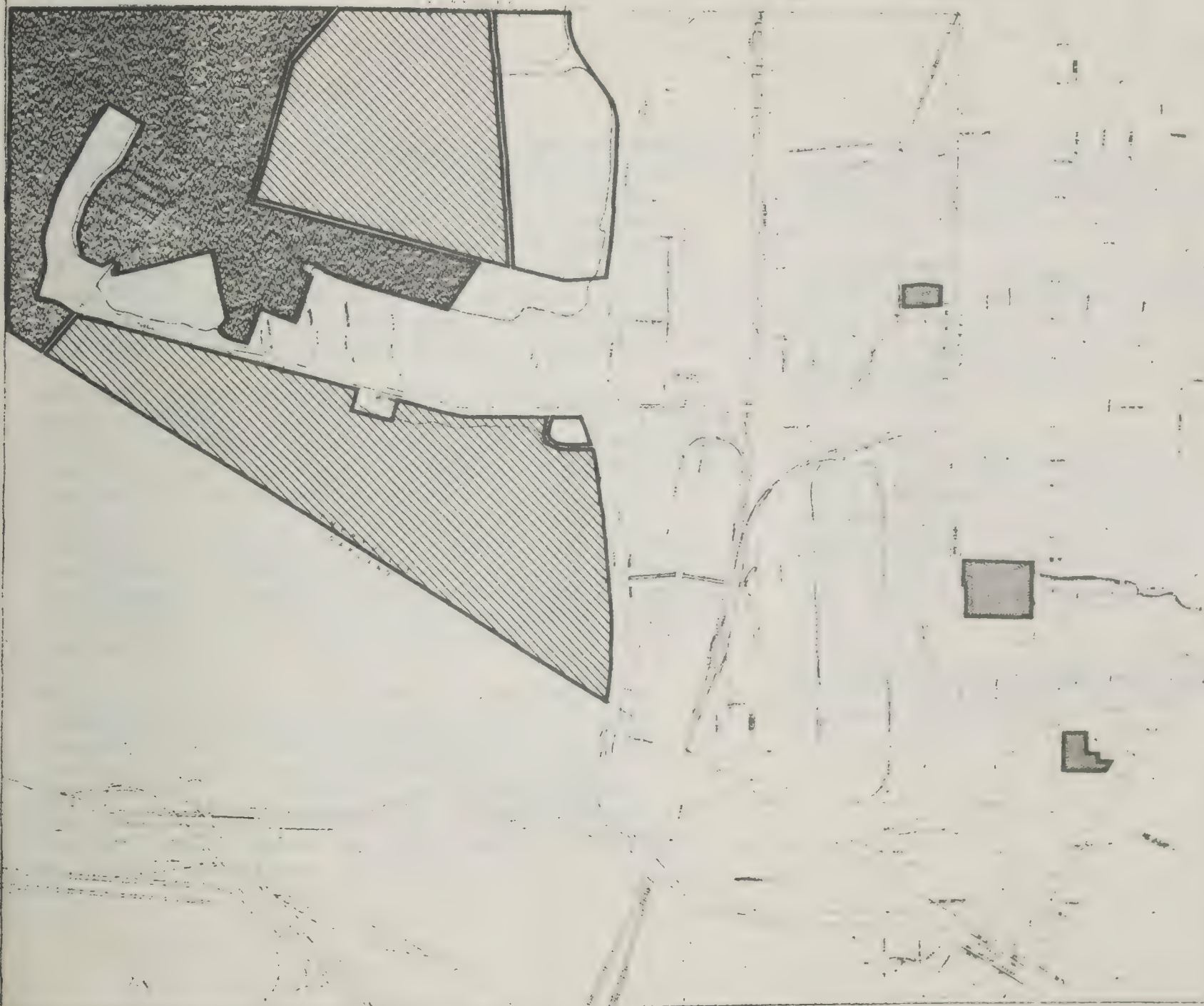
SOURCE: Keyser Marston Associates based on 1970 U. S. Census

CHANGE IN POPULATION CHARACTERISTICS
1960 - 1970 EMERYVILLE AND ALAMEDA COUNTY (not including Watergate)

	EMERYVILLE			ALAMEDA COUNTY		
	1960	1970	% Change 1960-1970	1960	1970	% Change 1960-1970
Population	2,686	2,681	-0.2	908,209	1,073,184	18.2
Median Income	\$6,000	\$9,548	59.1	\$6,766	\$10,674	57.8
% 65 Years & Over	9.2	9.7	0.5	9.5	9.2	-0.3
% Under 18 Years	N.A.	29.7	N.A.	33.1	31.3	-1.9
% Black	17.6	37.4	19.8	N.A.	15.0	N.A.
% Non-White	19.6	42.6	23.0	15.3	30.2	4.9
% of Occupied Units Occupant Owned	24.7	21.1	-3.6	53.5	51.9	-1.6

SOURCE: Keyser Marston Associates based on U. S. Census, 1960 and 1970.

CITY OF EMERYVILLE



 Existing
Open Space

 Proposed for
Open Space

 Proposed for
Development

 Schools

CONSERVATION
& OPEN SPACE

CONSERVATION AND OPEN SPACE

The only significant area of open space and conservation remaining in the City, and the area which is most worthy of preservation, is the shore and water of the San Francisco Bay within Emeryville. The area has not been significantly developed, despite the fact that it is privately owned. The City intends to obtain public ownership of large portions of this property and allow for development of relatively small portions of the property as shown on the Open Space and Conservation map.

All but a relatively small portion of the existing open space is owned by the Santa Fe Land Improvement Company. The City proposes a plan whereby certain portions of the Santa Fe property would be re-zoned to allow mixed uses of residential and office/commercial.

The specifics of such public acquisition and private development and the conditions to and requirements of development to be established by the City of Emeryville and the San Francisco Bay Conservation and Development Commission are not firmly established.

Secondary sources of open space are the play areas associated with the Emeryville schools which are located in the residential districts and which are available for both active recreation and visual relief. In conjunction with the School District, the City urges the formation of a joint program to further make available, maintain, expand, and improve the City's recreational facilities.

A primary objective of detailed level planning carried out in the City's east side will be to implement the acquisition and development of both passive and active recreation facilities.

The City is not subject to flooding, as the Temescal Creek has been channelized. The East shore of the Peninsula, the Bay's edge is a "hard edge" of rip-rap, constructed as a part of the Eastshore Freeway where development by Santa Fe is being contemplated.

It is the intention of the City as indicated to explore the possibility of open space corridors in conjunction with a bikeway and walkway along the East shore, along the Peninsula, and traversing Emeryville in an east/west direction to connect with Oakland and Berkeley and to connect the east side neighborhoods with the schools and each other.

There appear to be no natural resources such as sand, gravel, or minerals which will be affected by the Plan.

GENERAL PLAN ENVIRONMENTAL IMPACT REPORT DRAFT

Introduction:

Although the General Plan Report itself, with appropriate annotations, may serve as an environmental impact statement according to "General Plan Guidelines" published by the California Council of Intergovernmental Relations (September, 1973), the statement is treated separately for the sake of clarity. The State of California's format described in Interim Guidelines for the Preparation and Evaluation of Environmental Impact Statement under the California Environmental Quality Act of 1970 and the Proposed Amendments to Guidelines for Implementation of the California Environmental Quality Act of 1970, published as a draft in August 31, 1973, are used as guides. It should be noted that the Draft of Amendments proposes to add Section 15147 as follows:

"Level of Specificity: The level of specificity required in an EIR will correspond to the level of specificity involved in the underlying activity which is described in the EIR."

An EIR covering the impact of a General Plan must obviously and necessarily be general compared to the specific effects of a particular construction project.

Activities and Action Proposed:

General Plan Elements covering land use, circulation, housing, conservation, and open space are in the approval process. General Plan Elements covering scenic highway, safety, and noise will be completed September, 1974.

In addition to the General Plan Elements, Development Recommendations and an Implementation Program will be proposed. The very act of planning implies a multitude of changes directed positively toward improvements in the physical, social, and economic environment of Emeryville. These changes will come about through the development of individual projects.

Some of these projects may have pronounced, positive economic benefits accompanied by negative physical environmental features. This report is based on the assumption that each individual project will be accompanied by an Environmental Impact Report which will examine and weigh the impact of every required aspect of its impact on the environment of Emeryville.

Environmental Setting:

The City of Emeryville is located on the eastern shore of the San Francisco Bay between Berkeley on the north and Oakland on the south and east.

It contains only 750 acres of land area and the city limits include 700 acres under water. About 4,000 people live in Emeryville and about 13,500 jobs are located there. About 2/3 of the residents live on the east side adjacent to Oakland and about 1/3 live on the Peninsula.

The Eastshore Freeway is adjacent to the Bay, separating the Peninsula on the west from an industrial district on the east. The eastern residential area is east of the industrial area. The land is virtually 100% developed.

The land starts at sea level and slopes gently up to the east. Adjacency to the Bay is the most significant positive physical environmental asset.

Relation to Adjacent Area and Current Land Use:

There is no natural separation that distinguishes the political boundaries between Emeryville and adjacent land. The eastern residential areas of Emeryville adjoin residential areas in Oakland. There is no significant change in land use at the northern boundary between Emeryville and Berkeley where industrial uses prevail.

ENVIRONMENTAL IMPACT REPORT

Impact on the Natural Environment:

1). Weather:

General climatic conditions in the four seasons as well as wind and fog conditions are described in detail in the City of Emeryville Planning Inventory and Analysis (consultants' report presented November, 1973). No action contemplated by the Plan is apt to change these basic conditions.

Micro-climatic conditions, however, such as an increase in potential local air pollution, could result from a dramatic increase in the concentration of automobile parking. Mitigation would take the form of general control of automotive emissions and reduction in the use of the automobile through the development of a local transit plan. Individual new industrial projects also pose a potential threat which must be examined on an individual basis.

2). Geology/Soils:

The Planning Inventory and Analysis Report contains detailed information on the geology and soils of Emeryville.

3). Sanitary Sewers and Storm Sewers:

The sewage treatment plant which serves Emeryville is located south of the city in Oakland. The East Bay Municipal Utility District is presently carrying out a major expansion. It also is coordinating an infiltration study to determine ways to reduce the volume of storm water which passes through the sewage treatment plant. Proposed plant facilities have capacity sufficient to serve land uses associated with this Plan.

4). Water:

Water is supplied by the East Bay Municipal Utility District which has an adequate supply for foreseeable increases in demand.

5). Vegetative and Wildlife:

Except for a few trees and patches of lawn in the eastern residential area, there is virtually no vegetation in Emeryville. There is no wildlife on land; however, the Bay and especially the mud flats are an active and important bird and sea life resource.

No action contemplated by the Plan would interfere with the movement of any resident or migratory fish or wildlife species and the Plan recommends the preservation of the mud flats and marshlands south of the Peninsula.

6). Air Quality:

Emissions from vehicles on the Eastshore Freeway, combined with the prevailing westerly wind, negatively affect the air quality of the area of Emeryville to the east. Some actions resulting from the Plan conceivably may increase this condition. However, with the energy conservation policies, new emission control standards, and re-emphasis on mass transit, Emeryville is in an advantageous position to improve its air quality.

7). Noise:

Traffic noise generated on the Eastshore Freeway is the most significant noise source. Noise from the industrial area and the railroad also is potentially hazardous. On the other hand, except for a narrow contact with the Peninsula, noise sources generally are far removed from residential areas. Mitigation would be landscape development along the Eastshore Freeway and a well-policed local noise ordinance.

8). Aesthetic Effect:

Changes resulting from the Plan are designed to have a substantial positive aesthetic effect. This will depend on a careful review of individual projects.

9). Goals:

The Plan conforms with environmental plans and goals that have been adopted by the community.

Impact on the Man-Made Environment:

1). Economic:

More than half the land is now devoted to job-supporting activities. About half of this total is devoted to warehousing and trucking, two-thirds of the remainder to manufacturing, and the balance to office and retail service.

Changes in land use and projects recommended by the Plan probably will increase potential employment significantly. Development of air rights above the portion of the Bay north of the Peninsula and adjacent to the shore would significantly increase economic activity and employment. Recent major employer moveouts will probably be replaced by activities which increase earnings and employment.

The opportunities and Action Areas detailed in the General Plan Draft would all have a significant positive impact on the economy and population of Emeryville.

2). Taxes:

Emeryville has one of the highest per capita assessed valuation in the state and a low tax compared to surrounding communities. Although the influx of substantial additional residents, with which the City has been quite successful recently, would tend to lower the assessed valuation per capita, the impact of the Plan and its implementation should substantially increase the tax base and decrease the property tax.

3). Historic/Archeologic:

The Plan will not affect any known archeologic or historical site.

4). Social Characteristics:

Most of the persons employed in the area live outside the City. The two residential areas are separated by the Eastshore Freeway and the industrial area. In the eastern area, the dwellings are old and in many cases unsound. The cost of housing is low and the residents are mostly middle and low income.

The western housing area on the Peninsula is new and consequently expensive compared to housing in the eastern area.

Mitigation of housing conditions on the east side would be a careful and considerate code enforcement program and upgrading, with provisions for overcoming potential economic hardship.

Irreversible or Irretrievable Effects or Commitments of Resources:

- 1). Increase in Noise and Dust from Construction:
These effects are of a temporary nature for any one project. Development of the Plan is apt to extend these effects over a period of years.

Mitigation might take the form of enforcing an ordinance requiring spraying for dust abatement and limiting noisy operations to certain hours of the day in certain areas of the city.

- 2). Public Facilities:
An increase in resident population as well as employees will require additional public facilities and services. However, most are underutilized at present. Mitigation will be accomplished by providing them.

- 3). Visual Impact:
Implementation of the Plan should have a positive impact on the visual environment. This will be assured by individual examination of specific projects.

- 4). Traffic Congestion:
Additional activities, attractions, visitors, employees, and residents could cause traffic problems to escalate. The General Plan proposes short term and long term actions for study and implementation in circulation and public transit to mitigate these effects.

Alternatives to the Plan:

The basic alternative to the Plan is not to plan. The alternative of no official planning would not necessarily result in a negative environmental impact. It would, however, not provide a positive public stimulus toward improving the environment.

Within the proposals of the Plan itself, many alternatives are proposed. Residents and property owners within the City of Emeryville will have the opportunity to direct the thrust of the Plan and choose among alternatives.

Unavoidable Adverse Impact:

It is impossible at this time to foresee the possible adverse impacts resulting from the Plan. It is obvious that increases in activity and intensity of land use will have an impact on the environment.

On the other hand, it is hard to see how the environment of Emeryville would be threatened by implementation of the Plan. Quite the contrary, recommendations of the General Plan Report will tend to improve the environment of the City. In any case of threat to the environment in a specific project, an Environmental Impact Report on the subject project is relied on to reveal the danger, if any, and the mitigation.

Local Short-Term Uses vs. Long-Term Productivity:

The basic objective of the General Plan is not only to meet the State's General Plan Requirements but also to spell out development and redevelopment alternatives, implementation feasibility, and relative implications of different courses of action. The Plan is aimed at long term productivity and is designed to protect and enhance the environment of Emeryville.

Mitigation Measures Proposed to Minimize the Impact:

Mitigating measures as suggested by subject as appropriate under the first two sections, "Impact on the Natural Environment," and "Impact on the Man-Made Environment," pages 31 and 33, respectively.

The Growth Inducing Impact of the Proposed Action:

The plan suggests both organizing and distributing growth in the city. Further, the plan calls for the testing of the feasibility of introducing land uses such as residential and retail which would not probably locate in Emeryville, if future development were left to the private market alone.

In addition the plan suggests planning and analyzing the potential for recycling currently underutilized land. From both viewpoints, the plan is growth inducing; the intensity, quality, and ultimate cost and benefit to the community can be measured only as specific programs and identified during the next phases of the ongoing planning program.

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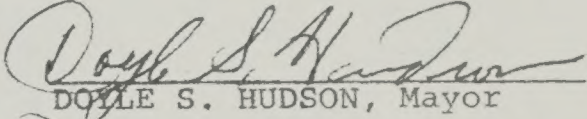
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The Honorable Wylie H. Eaton
The Honorable Wallace E. Fox
The Honorable Pietro Guaragno
The Honorable Donald J. Neary

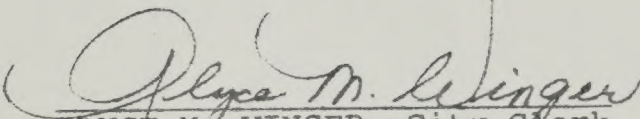
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Commissioner Steve Abeyta
Commissioner J. Walter Carroll
Commissioner Rose Emery
Commissioner Theodore Getchell
Commissioner Paul Kops, Jr.
Commissioner Sheldon Milligan

CITY ENGINEER:
Edward M. Steffani

CERTIFICATION

VOLUME I OF THE CITY OF EMERYVILLE GENERAL PLAN
WAS ADOPTED BY CITY COUNCIL RESOLUTION NO.74-111
ON DECEMBER 2, 1974.


DOYLE S. HUDSON, Mayor


ALYCE M. WINGER, City Clerk

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ADDITIONAL INFORMATION TO THE CITY OF BERKELEY
CITY COUNCIL MEETING 11-18-11
ON DECEMBER 21, 1941.

[Faint signature]
JOHN A. SUTHERLAND

[Faint signature]
JOHN A. SUTHERLAND

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